

Statement
Of
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Before
the
Committee on Homeland Security
Subcommittee on Emergency Preparedness, Science
and Technology

U. S. House of Representatives

March 8, 2006
Washington, D.C.

Good morning Chairman Reichert, Congressman Pascrell, and other distinguished members of the committee. Thank you for the opportunity to appear today before the Committee to discuss the Fiscal Year 2007 budget request for the Department of Homeland Security's Preparedness Directorate. At the outset, Mr. Chairman, let me thank you for the support that you have provided to the Department and for your leadership in furthering our shared goal of ensuring the safety and security of our homeland. I look forward to answering your questions about the President's FY07 budget request, but first I would like to provide you with some background about the Directorate and its component organizations, my vision for the direction of the office, and our initial roadmap for getting there.

The Preparedness Directorate and the position of Under Secretary for Preparedness were created as part of Secretary Chertoff's Second Stage Review. Under the current structure, there are 7 component offices that report to me organized under the rubric of 'the preparedness directorate'; these are the Office of Infrastructure Protection, the Chief Medical Officer, the Office of National Capital Region Coordination, the U.S. Fire Administration, the Office of Grants and Training, the Office of Cyber Security and Telecommunications, and the Office of State and Local Government Coordination.

The Directorate was created, as the Secretary said last July, to coordinate "the full range of our capabilities to prevent, protect against, and respond to acts of terror or other disasters." The Secretary is absolutely right: in the early days the Department was often viewed as a terrorist-fighting entity, but its broad-spectrum mission as an all-hazards department has become clearer through time and understanding by officials at all levels of government, the private sector, and our citizens. Simply put, the Department was created by the Congress as an all-hazards risk management organization from day one.

I would observe that over the past 20 years, we have not had a comprehensive, national approach that was dynamic and flexible enough to react to changes in a continuum of risk. Our new and correct approach requires a change in the way we think about the concept of preparedness. This change is absolutely necessary to ensure our citizens are safer and more secure in the 21st Century.

The Secretary's definition reflects that preparedness is not simply a step in the continuum of what we do to manage risks to the homeland or the function of a single entity. Rather, it is the umbrella over the continuum. Simply put, preparedness is how we will knit together the parts to form the whole.

It is important to understand that under our current evolving risk management principles within the Department, Preparedness is not just an administrative function within the department. Our mission applies to each office and component within DHS, across the federal inter-agency, with our state, local, territorial, tribal and private partners, and with our most critical element – the American people. Our job is to create synchronization and integration within all of these elements. It is a shared national mission, not simply a federal activity.

To strengthen preparedness we absolutely must focus more acutely on integration, synchronization, and communication. In order to achieve a truly national preparedness effort, many pieces and parts need to come together better. We all need to clearly understand how this can be accomplished to promote meaningful strengthening. This requires that we preserve critical individual missions, cultures, and identities of organizations while coalescing them as part of a broader national effort.

Since the Department was established in March of 2003, the Department has testified at more than 515 hearings and has appeared at 5,116 Congressional briefings. At times, though, I know full well that the Department has been criticized for a lack of communication and responsiveness. And, from my perspective as a State official in Virginia, I did not always receive adequate information and feedback from the Federal Government. However, the information flow from DHS to state and local entities which began even prior to my arrival, has dramatically improved, and Mr. Chairman, I pledge to continue to improve our outreach to Congress, this Committee, as well as our State and local partners.

It is with this background and these guiding priorities in mind that I entered into office little more than two months ago. In that short time I have come to appreciate that each of the offices and programs that collectively form the Preparedness Directorate have the ability, when enhanced as a team and coordinated and synchronized with other offices across the department and our federal, state, local, and private partners, to transform our national preparedness effort into an efficient and organized system. It is a long term effort and it is imperative we get moving.

And I have seen progress made in these areas just two months in office. However, the President's budget that I am here to discuss with you today is not just a reflection of the successes that we have achieved, but also what we must do to achieve more, by building a stronger, more secure integration and unity of effort.

Central to this effort is the creation of the National Preparedness Integration Program (NPIP). The FY07 request for this initiative is \$50 million and would support the Directorate by providing a centralized mechanism for promoting integration and synchronization of preparedness across jurisdictions and all levels of government, and between the public and private sectors. By standardizing a common, consistent doctrine and approach to guide planning, training, exercise and program management, we will be able to link and integrate currently independent activities across federal, state, local, and private sector organizations. Standardization allows us to better measure performance so we can individually and collectively assess our progress. That is not the case today, and it keeps us from answering your most basic question: How much better prepared are we? This will allow us to evaluate preparedness from state to state and city to city – as well as nationally.

Management matters. And NPIP is absolutely critical to the Department's ability to manage the individual as part of the collective, because as we all know, what one organization does often affects other areas – especially in homeland security.

The Office of Grants and Training (G&T) is a key component of the Preparedness Directorate's mission to enhance the nation's readiness for acts of terrorism, as well as other strategic issues that are vital to national preparedness. Through the implementation of Homeland Security Presidential Directive #8, G&T is establishing policies that strengthen national preparedness for terrorist attacks, major disasters and other emergencies by implementing the National Preparedness Goal, improving delivery of federal preparedness assistance to State, local and tribal governments, and strengthening and supporting other capabilities required by state, local and tribal jurisdictions and other Federal agencies. Taken individually, each of G&T's activities – equip, train, exercise, evaluate and advise, and assess and coordinate – represent individual steps in a continuous cycle of preparedness.

Since September 11, 2001, DHS has provided nearly \$18 billion to support our State and local emergency prevention and response community. In fact, more than \$30 billion has been awarded government-wide. Of DHS funding, approximately \$14 billion has been focused on homeland security and terrorism priorities, with nearly \$22 billion government wide. DHS is currently in the process of providing an additional \$2.6 billion in FY 2006 resources in homeland security. Further the Department has provided counterterrorism training to more than 1.2 million emergency personnel from across the nation.

Mr. Chairman, the President's FY 2007 budget request advances DHS's mission, and in turn the mission of the Preparedness Directorate and the Department, of enhancing the nation's security and preparedness. That request totals more than \$2.7 billion for G&T to continue our strong commitment and support to the nation's first responder community. Of this amount, \$633 million is for the State Homeland Security Grant Program, which is an \$88.5 million increase from the FY06 enacted level. The Department would distribute these funds on the basis of risk and need while aligning with national priorities – similar to the approach taken in FY 2006. An additional \$838 million is for the continuance of the Urban Areas Security Initiative, which targets funds to the nation's highest risk urban areas. To simplify the number of programs while continuing dedicated funding for law enforcement's counter-terrorism efforts, the DHS proposes that no less than twenty percent of the State Homeland Security Grant Program and no less than twenty percent of Urban Areas Security Initiative Grant Program be used for law enforcement terrorism prevention activities.

Further, the request provides \$600 million for a new Targeted Infrastructure Protection Program (TIPP) to supplement State, local, and private sector infrastructure protection efforts based on critical vulnerabilities. TIPP will directly enhance the Nation's level of preparedness by providing funds to owners and operators of key transit systems, port assets, and other critical infrastructure to prevent and respond to large scale incidents. TIPP would consolidate the existing, stove-piped infrastructure programs into a single grant program that would give the Secretary maximum flexibility to target funds based on the most recent risk and threat information. The requested level of funding is a \$213.9

million increase from the level of funding appropriated to the individual infrastructure programs in FY 2006.

The FY 2007 request also includes a continued commitment to our nation's fire services by providing \$293 million for the Assistance to Firefighters Grant Program. And, as in FY 2006, G&T will continue to administer this program in cooperation with the United States Fire Administration. Since 2001, more than \$2.4 billion has been awarded through the AFG program.

The FY 2007 request also includes \$35 million the Citizens Corps Program. This represents a \$15 million increase over FY 2006. I would like to take this opportunity to stress the importance of citizen preparedness. Citizen preparedness is essential to our preparedness as a nation. Recent outside surveys indicate that citizens are concerned about the threats facing the nation and are willing to participate to make their communities safer. Unfortunately, too many Americans have low awareness of local emergency plans, are not involved in local emergency drills, and are not adequately prepared at home. The increase in funding will help change the culture to ensure that everyone takes an active role in his or her safety and to increase the collaboration between citizens and emergency responders.

We are also requesting \$170 million for the Emergency Management Performance Grants (EMPG) Program, which assists States in sustaining their emergency management programs. And, Mr. Chairman, G&T will continue to work and coordinate closely with FEMA on this program.

The request also includes \$92.3 million for G&T's State and Local Training Program, and \$48.7 million for the National Exercise Program, which includes management of the Homeland Security Exercise Evaluation System, Lessons Learned Information Sharing System, providing support for State and local exercises and for efforts to synchronize national level exercise activities and management of the national Top Officials, or TOPOFF, exercise series. Finally, the request includes \$11.5 million for technical assistance initiatives for State and local agencies and \$23 million for program evaluation to better assess how previous grant funds have been utilized.

The President's request continues the Department's significant changes to the way in which State homeland security grant funds are distributed. For FY 2007, the Department will continue to ensure that homeland security funds are awarded based on an evaluation of *risk and needs*, thereby ensuring that scarce resources go to where they are most needed. The distribution of homeland security funds based on risk aligns closely with the recommendations of the 9/11 Commission and the legislation that was considered by both the House and Senate during the last Congress. We will continue to work to improve and enhance risk methodologies while soliciting needed input and advice.

The Directorate's Infrastructure Protection Office is charged with working with infrastructure stakeholders across the country, a vast majority of which are owned and operated by the private sector, to increase the security of the nation's infrastructure

according to a risk-based approach. This approach allows us to make better judgments about where to target our resources and prioritize our protection efforts. The FY07 budget request of \$549.1 million will allow the Department to maintain its strong commitment to work with our public and private partners to ensure the safety the nation's critical infrastructure.

I want to point out a few programs that have furthered our infrastructure protection mission for which sustained funding will ensure a solid return on investment: The National Infrastructure Protection Plan (NIPP) establishes a common risk-based framework and national plan for critical infrastructure protection activities across all 17 Critical Infrastructure and Key Resources – CI/KR - sectors to ensure consistent and comprehensive identification of assets, assessment of risk, and prioritization of assets. It highlights best practices and initiatives already underway, and introduces features such as metrics so that we can quantify the success of the program. The NIPP is on track to be rolled out this spring, with Sector Specific Plans following.

To implement the NIPP, DHS is working with each of the 17 CI/KR sectors to support the development and operations of Sector Coordinating Councils and Government Coordinating Councils. SCCs are self-organized, self-led bodies comprised of the owners and operators and their representative organizations, while GCCs are interagency government groups bringing together federal, state, local and tribal entities with significant equities in the sector. These Councils work together on planning, policy development, and risk management and mitigation activities for the sector.

As part of the Comprehensive Review program to conduct more detailed assessments of high risk sectors, the Office of Infrastructure Protection conducted comprehensive reviews of commercial nuclear power plants nationwide in 2005, and will continue to conduct similar reviews of other nuclear facilities until all are complete. In 2006, the program is being expanded to chemical facilities, and will be applied to other high-risk areas in 2007.

The Homeland Infrastructure Threat and Risk Analysis Center, or HITRAC, is the Department's infrastructure-intelligence fusion center. It is comprised of personnel from the Office of Intelligence and Analysis and the Office of Infrastructure Protection, and other components, to integrate threat analysis with vulnerability and consequence information to provide public and private infrastructure stakeholders with comprehensive risk assessments. HITRAC provides analytical support for the threat portions of risk formulas used to prioritize grants to State and local governments, including Port Security Grants and the Urban Area Security Initiative. HITRAC continues to refine the threat portion of the risk methodology used to support the grant process as it gains a better understanding of the data and access to more sources of Intelligence Community and law enforcement information.

Mr. Chairman, HITRAC is an excellent example of the positive tangible results that can be produced when the public and private sectors collaborate in areas of mutual concern – in this case, fusing intelligence to inform protection. It is the kind of collaboration that

Congress envisioned when it created the Department of Homeland Security and we are committed to replicating its success across the Department.

The National Asset Database is the cornerstone of our nation's critical infrastructure protection efforts as it represents a repository of the nation's assets and resources. While the NADB's current capability provides for basic data prioritization and identification of critical infrastructure, planned enhancements include utilizing the Infrastructure Protection Analysis Capability to integrate consequence, vulnerability and interdependency data with threat information to prioritize assets based on risk. The NADB is the foundation of the Department's Risk-Based Approach and serves as the basis for allocating resources through such efforts as the Homeland Security Grant Programs, Site Assistance Visits, Buffer Zone Protection visits, Comprehensive Reviews, and other Protective or Preparedness programs.

The FY07 request for the Office of Cyber Security and Telecommunications is \$235.4 million. This will allow the office to successfully meet its mission to work collaboratively with public, private, and international entities to secure cyberspace and America's cyber assets, and to build emergency preparedness telecommunications capabilities. To meet its mission, the National Cyber Security Division is strengthening the national cyberspace security response system implementing its cyber risk management program. The recent Cyber Storm exercise demonstrated that we have made significant strides in enhancing our national cyber security preparedness and helped us identify specific areas in which we can still make meaningful progress.

Integral to the mission of the Preparedness Directorate is the Office of the Chief Medical Officer (CMO) at DHS, who is charged with coordinating Department medical preparedness and response activities including coordinating the Department's activities on avian flu. The CMO ensures internal and external coordination of all medical preparedness activities to prevent and mitigate biologically-based attacks on human health or our food supply. This includes preparation for consequences of catastrophic incidents, many of which are medical in nature, by fully engaging with state and local authorities, associations of medical professionals, and other stakeholders that deal with the medical consequences of natural disasters or terrorist attacks.

The President has requested an additional \$3 million in funding for the CMO in FY07. Among other things, this funding will ensure that the CMO's office can fully support its role in the National Disaster Medical System, which supports the teams of medical volunteers who performed so heroically during Hurricane Katrina. This will ensure that the CMO is adequately funded to fulfill its role in coordinating medical intelligence and surveillance activities of the Department, discharge the Department's responsibilities for Project BioShield, and coordinate with other Department organizational elements on their medical preparedness activities to provide technical guidance and direction.

The United States Fire Administration request is \$46.8 million, which is a \$2.3 million increase over the FY 2006 funding level. Mr. Chairman, since September 11, 2001, the U.S. Fire Administration, through the National Fire Academy, has spent \$46.4 million to provide training to over 340,000 first responders. This budget increase will allow the

USFA to continue to develop and upgrade courses, training, and materials while remaining current with evolving technologies, techniques, and threats. This includes the delivery of training to enhance the ability of fire and emergency services personnel and first responders to deal more effectively with emergencies of all kinds; the operation of the National Emergency Training Center in Emmitsburg, Maryland and the Noble Training Center in Anniston, Alabama; the collection, analysis, and dissemination of national fire data; research partnerships to improve detection, protection, and suppression technologies; and programs to increase the capacity to prevent, mitigate, prepare for, and respond to emergencies.

The Office for National Capital Region Coordination (NCRC) is charged with a broad mission to oversee and coordinate Federal programs for and relationships with State, local, and regional authorities in the National Capital Region. In FY07, the President has requested \$1.99 million to allow NCRC to continue its support of our regional partners, and the integration of Federal, State, local, and regional efforts, through advocacy, planning, information sharing, technical support, training and other means. In addition to coordination of large-scale, multi-jurisdictional efforts such as the NCR Strategic Plan, NCRC is often called upon to coordinate dozens of drills, exercises and events, planned and unplanned, in the course of a typical year. These include state funerals, July 4th celebrations, after-action reviews, and other special events.

The budget would also allow the NCRC to enhance interoperability efforts between Federal, State, regional, nonprofit and private sector partners, including the First Responder Partnership Initiative, a landmark multi-jurisdictional, interoperable identity management capability. In addition, it includes efforts to integrate State, local and regional partners into various DHS networks and systems, to ensure sustainable communications even in the event of emergency or power outage, among other capacities. Our regional partners have made a significant investment in these initiatives, which represent just a few of NCRC and the region's many successes.

The Office of State and Local Government Coordination (SLGC) oversees and coordinates departmental programs for and relationships with state and local governments. SLGC utilizes the information provided by state and local governments to assist the development of the national strategy and other homeland security activities. In partnership with other elements of the Department, SLGC maintains direct communications with state and local officials from across the country, providing unprecedented and immediate access to the Department. The FY07 request for the Office is \$2.2 million, and will support our efforts to engage our state and local partners to better prepare our homeland.

Mr. Chairman and Members of the Committee, I firmly believe that preparedness must permeate and infuse into our daily lives to become a culture of preparedness. To achieve a culture of preparedness, we must possess an intuitive understanding that as individuals and organizations we are all part of something bigger. We must be capable and connected. All of us must focus harder on integration and synchronization of differing

parts instead of simply producing a series of independent products or activities with limited shelf life. Actions of one part affect the whole.

Mr. Chairman, this budget will get us one step closer that that goal.

Thank you once again for providing me the opportunity to speak with you all today and for your continued support and valuable input. I look forward to answering any questions you may have.